

Senator Hancock :

Following the February 7 Budget Subcommittee meeting, as you indicated, you sent me a number of questions and asked that I respond to you and the other members of the committee. I indicated in my e-mail to you that I would be out of the State from February 10-18, but would prepare my response immediately upon my return.

I have had the staff work on finding the answers to the questions you posed and submit the following for your consideration and that of the committee:

**1. Would you describe the different functions of homeland security (HLS) and emergency management (EM)?**

There has been considerable discussion over the past few years on the functions of HLS and EM. Some try to draw the distinctions in terms of “Crisis” and “Consequence” management; arguing that homeland security is primarily a law enforcement function and represents Crisis Management. Homeland Security is about terrorism. Terrorism and its precursors are criminal activities and thus are best addressed by law enforcement. They also argue that if there is an attack or if there is a naturally occurring disaster or human caused disaster that is not criminal in nature; these issues are best addressed by non-law enforcement agencies and may be termed “Consequence Management” or those activities that address the “consequences” of the emergency or disaster.

There has also been an attempt to separate HLS and EM by defining and describing the functions of each. On the homeland security side, terms such as prevention, detection and protection are used. Again these terms are used relative to the crime of terrorism and its precursors. Emergency management functions have been defined as preparedness, response, recovery, and mitigation.

In Iowa we think making this distinction has little merit. We feel that homeland security and emergency management are inextricably linked. Trying to separate issues of homeland security and emergency management would be like separating the chicken from the egg. Both may have distinct characteristics but in the end, one cannot exist without the other. In the end it doesn’t matter which comes first, what matters is the relationship and the recognition that we all have a role to play in both emergency management and homeland security.

To attempt to distinguish unnecessarily between homeland security and emergency management diminishes both. It is through the coordination and integration of all the partners to include law enforcement, fire, public works, public health, faith based and community organizations, private enterprise and volunteers that we are able to best address the issues of both homeland security and emergency management.

That is why in Iowa, we address these issues by applying an all-hazards approach. This means that regardless of the threat whether it be human caused or naturally caused, whether it be terrorism or tornado, we put the proper frameworks in place to address the issues. It is only through this comprehensive approach that we are able to ensure that we are prepared for all disasters and provide for the security of our state.

## 2. What takes most of your agency's time, HLS or EM?

Because we have fully integrated emergency management and homeland security and have worked to become a seamless entity, it is difficult for us to distinguish what are specifically emergency management or homeland security activities. Each has an impact on the other, each benefits the other. That said, by federal regulation we are required to track our performance by grant fund. Currently we manage over 34 grants, for over 2000 sub-grantees, representing over 4000 projects and initiatives. In addition to the grants we administer we receive wireless 911 surcharge funding to administer the enhanced 9-1-1 program and funding from the nuclear power plants to administer the Radiological Emergency Preparedness Program. The funding that is appropriated from the General Fund is primarily used to meet the grant matching requirements. The only position that is 100% state funded is the Administrator.

The grants and other revenues can be chiefly focused into the following 14 program areas:

<b>Program</b>	<b>Full Time Employees Time Allocations</b>
Emergency Management Performance Grant	36.38%
Threats to Infrastructure Protection Program	3.41%
Hazard Mitigation Grant Program	1.32%
Pre-Disaster Mitigation Grant Program	3.69%
Flood Mitigation Assistance	.19%
Public Assistance (Disaster Recovery Grant)	4.49%
Homeland Security Grant Program	29.44%
Law Enforcement Terrorism Prevention Program	2.10%
Citizens Corps	.21%
Buffer Zone Protection Program	.11%
Enhanced 9-1-1	3.30%
Hazardous Materials Emergency Preparedness	1.67%
Radiological Emergency Preparedness (Nuclear Power Plants)	11.68%

Administration	1.99%
<b>TOTAL</b>	<b>100%</b>

**3. Has your agency responded to any incidents in the past 2 years you would consider being HLS issues?**

This is somewhat difficult to answer from two perspectives. First, is defining what could be determined to be a HLS issue and second is understanding the level of response? So please, let me quantify and qualify my response with the understanding that we are not applying a legal definition to homeland security or to acts of terrorism. We are making a rather subjective determination of whether or not an incident was HLS or EM related based on the Duty Officer reports we have received and acted upon.

In fiscal year 2006 we received 107 Duty Officer calls. Of those, 22 could be interpreted to be related to Homeland Security. In fiscal year 2007 we received 75 calls of which 15 could be interpreted to be related to Homeland Security. The greatest number of the homeland security related calls were for suspicious packages, white powder incidents, and bomb threats. The level of response ranged from sharing information with appropriate agencies, to dispatching hazardous materials and bomb teams, to the deployment of elements of the 71<sup>st</sup> Civil Support Team to provide technical assistance to local authorities.

It should also be recognized that the Division is not a primary response agency. Rather we are charged with the coordination and support of responding entities. At the state level this includes coordinating and supporting the response of the Departments of Public Safety, Transportation, Health, Agriculture, Public Defense, and others that have a role in responding to emergencies or disasters that are beyond local capability or capacity.

Each year, the Division prepares an annual report which shows the number and nature of the Duty Officer calls coordinated by the Division.

**4. Cedar Rapids and Sioux City Fire Departments have received federal HLS funds for the establishment of USAR teams. Do they receive any state appropriation or are there any proposals to utilize state funds for those two agencies?**

Since 2003 we have obligated more than \$4.4 million dollars to the development of an Urban Search and Rescue (USAR) within the state. These efforts have been primarily focused through the sponsorship of the Sioux City and Cedar Rapids fire departments. While we have worked to develop and enhance local capabilities in this area, these agencies have agreed to be deployed on a statewide basis should the need

arise and have also agreed to become a deployable resource under the Emergency Management Assistance Compact (EMAC).

These dollars represent an investment in planning, training, and equipment. It was originally hoped that we would be able to leverage the federal dollar investment to develop the highest level of capability (Type 1 team) by meeting USAR standards established by the federal government. The original plan was to develop and invest in the capability, seek federal recognition as a type 1 team and receive sustainment dollars through the federal USAR program.

To date, we have not achieved level one capability and the federal government is not funding or recognizing new federal teams. However, the Department of Homeland Security is still encouraging the development of these capabilities and capacities through the application and implementation of their Target Capabilities List. We continue to work with the Sioux City and Cedar Rapids Fire Departments and with the Professional Fire Chiefs Association to define the appropriate level of USAR capability for the State.

From the first, as we discussed not only the USAR team, but also the development of statewide Explosive Ordinance Disposal (EOD) capabilities, Special Weapons and Tactics (SWAT) capabilities, Hazardous Materials Teams for Weapons of Mass Destruction response and other special teams/capacities, the responder community and the Division have been concerned with our ability to sustain our efforts in the face of declining federal grant dollars.

The State has worked to supplement these capabilities by amending state law to provide for the recognition of these teams as state deployable resources, making them agents of the state when deployed under a Governor's Disaster Proclamation or under the authority of the Division Administrator. The State has agreed to accept the costs of deployment as well as the liabilities that may be incurred during the deployment of the team. While the State has agreed to support these capabilities in this fashion, to my knowledge, there has not been an appropriation of State funds either for the USAR teams, nor for any of the special teams.

The exception may be those teams that are under the control of the Department of Public Safety or another State agency. The Department of Public Safety plays a role and supplies teams in support of the SWAT and EOD capabilities. I expect that they have received some State funding in support of these teams.

Local governments are interested in securing State funding in support of these statewide assets. They argue, that although federal funds have been used to develop and implement team structures and capabilities, and the State has agreed to cover the costs of deployment, it is not fair to ask any one community to incur the costs of sustainment. They argue that sustainment of these statewide capabilities should be incurred by the State. To date, that has not happened.

Specific to the USAR teams, in preparing for the federal fiscal year 08 Homeland Security Grant application, they cite a need for \$1.5 for sustaining their operations. It should be noted that the total federal Homeland Security Grant for 08 is expected to be in the range of \$3.5 million dollars. There are requirements for the use of these funds which will result in an inability to meet the expressed needs of the USAR team.

I have attached a copy of the recent Urban Search and Rescue – Iowa Task Force 1 report to this document. The report provides much greater detail about the capabilities and capacities of the team.

**5. Will you provide information on what state agencies provide for immediate explosive devise emergencies and are trained to the level required?**

That State possesses some explosive ordinance disposal (EOD) capability within the Department of Public Safety Fire Marshalls Office. That said, the total EOD capability is provided through investment, not only in the State team but in the 7 local bomb teams. These teams represent 48 federally certified bomb technicians and 5 certified explosive detection canine teams within the state. Beyond the one team within the Fire Marshall's Office teams are provided by Cedar Rapids, Des Moines, Johnson County Metro, Linn County / City of Marion, Pottawattamie County, Quad Cities and Waterloo. Like the USAR we have an agreement with the teams that provide statewide coverage.

Attached I have provided a copy of a report detailing the bomb team /EOD capabilities and capacities available within the State. The total grant dollar investment in the development and enhancement of this capability since 2003 is \$2,765,783.

In addition to the capabilities possessed by the 8 teams discussed above, the 71<sup>st</sup> Civil Support Team within the Iowa National Guard, possesses a very limited explosive ordinance detection capability. Further, the 71<sup>st</sup> is limited in their response to those instances that involve acts of terrorism and weapons

of mass destruction. They can be and have been activated to provide technical assistance to local incident commanders and first responders and have worked with the Fire Marshall's team as well as with the local teams listed above.

**6. Can you tell us which service produces more 911 – land line or wireless? 911 calls/ which service experiences more – land lines or wireless?**

Since in your e-mail you asked this question two different ways, I took it to mean that you wanted to know which surcharge (wireline or wireless) produced the most revenue and which provided the most calls into the system.

In terms of call volume to the 911 Public Safety Answering Points (PSAPs), 60% of all calls received are from wireless phones and 40% are from wireline phones.

With regard to program revenue, there is some apples and oranges comparisons to be made. Wireline surcharge rates may differ from county to county. Seventy-nine counties collect at a rate of \$1.00 per month, per access line. Seventeen counties collect at a rate less than \$1.00. Two counties collect at a rate greater than \$1.00 per month and 1 county collects no surcharge. Wireline surcharges are remitted directly by the phone companies to the county E911 Service Board and represent a statewide revenue of \$13,204,417.

Wireless surcharge is collected statewide at the rate of \$.65 per month, per wireless telephone number. This surcharge is remitted to the State. The first obligation is to pay for the cost of delivering the wireless 911 call to the appropriate PSAPs. The Division also receives \$200,000 from this revenue to cover the costs of administering the wireless enhanced 911 program. After meeting these obligations, moneys are distributed through a formula established in Iowa Code, Chapter 34A. The total wireless revenue for calendar year 2007 was \$14,690,826.

There are significant distinctions between the wire and wireless 911 programs. Much of this is explained and detailed in the annual report to the legislature. Attached, you will find a copy of the report that was recently submitted.

**7. You mentioned the State to State compact – can you tell us if all of our counties in Iowa are signed on to the Iowa Mutual Aid Compact?**

The legislature provide for the IMAC in 2002. Participation in the IMAC is voluntary and is restricted to political subdivisions of the State. For these purposes, political subdivisions are defined as having a specific geographical jurisdiction, having an elected board, and having taxing authority. Currently 90 counties and 940 Iowa communities are signatories to the compact.

**8. Can you give a brief update on communications interoperability?**

The Iowa Statewide Interoperable Communications Systems Board (ISICSB) began meeting at the end of 2007. One of their first tasks was determining how to handle the Public Safety Interoperable Communications Grant funds. The State of Iowa is in line to receive \$10,900,000.00. The Board and HSEMD met the timelines for submittals of plans and investment justifications for this grant. Their present plans for the funds are:

- 1) Utilize the 20% state funds to obtain a contractor via the RFP process to complete a statewide implementation plan. This plan will account for public and private emergency responders at the local, county, regional, state, and federal levels. It will look at voice, data, video, and 911 communications systems.
- 2) The contractor will deliver a tool by which the Board can solicit and evaluate local projects. The Board needs to determine the best way to allocate the 80% pass through dollars. A quick sampling of potential projects in November identified roughly \$45 million dollars of need for 15 projects. This sampling was by no means comprehensive.
- 3) The Board intends to have the RFP on the street in March with a contract being signed in July.

Additionally the Board is developing an outreach campaign so they can begin to engage all stakeholders and educate them on their mission and how they presently view moving interoperable communications forward.

The ISICSB is chaired by Captain Todd Misel of the Iowa State Patrol.